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ABSTRACT

In this study, the percentage of certificates issued and jobs held by women in Pennsylvania from 1970 through 1984 for the positions of superintendent, assistant superintendent, secondary principal, and elementary principal were compared. Findings reveal that the percentage of women being certified each year is increasing in much greater proportion than the percentage of women who actually hold positions at each administrative level. Data on the number of withdrawals from each position indicate numerous opportunities for the hiring of women. If, during the past 15 years, a certified woman had been hired whenever a position became available, 73 percent of the administrative jobs would now be held by women. Yet the latest data available show that only 3.3 percent of superintendents, 7.6 percent of assistant superintendents, 3.5 percent of secondary principals, and 16.9 percent of elementary principals are women. Possible reasons for this disparity include differences in aspiration levels of men and women and internal or external barriers to achieving administrative positions. Strategies for overcoming these barriers are discussed. References are included, along with statistical tables and charts. (Author/TE)

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CERTIFIED BUT NOT HIRED:
Women Adminministrators in Pennsylvania

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ABSTRACT

Women hold fewer school administrative positions than men. One explanation has been that women don't prepare or become certified for administrative jobs. The percentages of certificates issued and jobs held by women in Pennsylvania from 1970 through 1984 for the positions of superintendent, assistant superintendent, secondary principal, and elementary principal were compared. The percentage of women being certified each year is increasing in much greater proportions than the percentage of women at each administrative level. Data on number of withdrawls from each position indicate numerous opportunities for the hiring of women. If during the past 15 years, a certified woman had been hired whenever a position became available, 73% of the administrative jobs would now be held by women!

CERTIFIED BUT NOT HIRED:
Women Admiministrators in Pennsylvania

In the state of Pennsylvania, as in the whole of the United States, women hold fewer school administrative positions than men. This pattern has been documented and little change has been noted even after the movement toward gender equity experienced in the 1970's. Some have indicated that this imbalance exists because women do not prepare and become certified to hold school administrative positions. This research reports the availability of a qualified female job pool for such positions and the percentage of women holding these positions from 1970 through 1984 in Pennsylvania.

In addition data has been collected on the number of withdrawals from each of the four administrative positions during the past 15 years. These withdrawals are opportunities for different individuals to step into the position. School boards have the opportunity to select either a man or a woman candidate to replace the withdrawal.

Perspective

The state of Pennsylvania was selected for this very

thorough study of the progress of women as school administrators for two reasons. The first is that the present Secretary of Education, Dr. Margaret Smith, has been very supportive of the study and made available much non-confidential information which is stored in the computer data base but not available in a print format.

Of more interest to people from other states is the population of Pennsylvania. Included in the state is the fourth largest city in the country, Philadelphia and other cities such as Pittsburgh along with their extensive suburban populations. King of Prussia, 20 miles from Philadelphia, contains the largest shopping mall in the world. Route 202 is a growing technology center such as Route 28 outside of Boston and Silicon Valley in California. Central and western parts of the state contain coal mines and steelmills. Much of the state is rural with some two to six room schools without an administrator based in the building. Steel, coal, agriculture, and tourism are the major industries in the state. This is just to indicate that Pennsylvania is a diverse state reflecting the diversity in the total country and therefore, useful as a microcosm of the entire country.

The first hurdle toward consideration for a school administrative position is usually the credential or "paper"

test. Does the candidate possess the certification needed to hold the available position? One reason given for the lack of women in school administrative positions is that they lack this certification. Therefore, it appears that to answer the question as to why there are so few women administrators, one needs first to know if sufficient numbers of women possess the needed certificates.

The second barrier to the hiring of women is whether there is job turn over in the administrative positions being studied. Availability of positions was documented by obtaining the number of withdrawals by position by year. Since the total number of administrative jobs increased by 42 between 1970 and 1984 job attrition could not be the documented cause for lack of women in administrative jobs.

Methods

Data were obtained for district superintendents, assistant superintendents, secondary principals, and elementary principals in the state of Pennsylvania from 1970 through 1984. For each position and each school year, the number of women and the percentage of positions held by women were obtained. Also for each position and each year, the number and percentage of women receiving certificates enabling them to hold the positions were obtained. These were graphed to indicate the patterns over the years.

Since there are 15 years of data between 1970 - 1984, data on certificates issued was summarized for each five years. This table clearly refutes the argument that women do not prepare to hold administrative positions.

Withdrawal data by position by year was obtained from 1971 - 1984. Somehow the school year 1970 - 1971 is not available and appears to be lost forever as earlier withdrawal data is available. Withdrawal data indicate available job openings or opportunities for school boards to hire women. Obviously, women could not be hired if the positions did not become available.

Calculations were made of numbers employed in the four administrative positions in 1970 and 1984 in order to determine if fewer administrators were now being employed. Attrition of jobs has been considered a possible reason for the panity of women administrators. A net gain of 42 additional administrative positions were available in 1984.

Finally national data on the percentage of administrative positions held by women was compared to the Pennsylvania data. No national data is available after 1981 and some of this data dates back to 1977. The lack of national data collection and its possible effects on sex equity is addressed in the discussion section of this paper.

Data Sources

Official data from the Pennsylvania Department of Education were used to calculate the percentage of women holding school administrative positions and the percentage of women receiving the certificates needed to hold these positions. The information on women serving for each year was obtained from tables entitled "Distribution of Professional Personnel by Sex and Position Showing the Average Level of Education, Average Years of Service and Average Salary for Each Position" available from the Division of Educational Statistics.

At the author's request, John Rebert, director of the Bureau of Teacher Certification, ran a special computer program to determine numbers of males and females receiving school administrative certificates from 1970 through 1984. This certification information is not available in any other form.

The number of withdrawals from 1971 - 1984 by the four administrative positions was obtained in a special computer program developed by Dennis Shomper in the Pennsylvania Department of Education. Only the years 1983 and 1984 are available in published form. It was discovered at this time that withdrawal data for year 1970 - 1971 appears to be permanently lost. Therefore, this study has generated

Pennsylvania data on the status of women administrators and availability of positions previously unavailable for publication.

Results

Results are presented in the following order: jobs held, national job data, certificates issued, availability of administrative positions, and female job pool. Tables and figures are used to illustrate the trends and show complete data.

Jobs Held

The numbers and percentages of administrative jobs held by women each year from 1970 to 1984 in Pennsylvania are shown in Table 1. Not until 1981 were there more than 1% of the superintendent positions held by women. This fall of 1985 (not shown on the table) again brings 17 women to the position of a high of 3.4%

A high of 25 women (12.6%) as assistant superintendents was reached in 1982 with 1984 figures reduced to 14 (7.6%). The low points were 5 women in each year 1972, 1973 and 1975. There appears to be an upswing in numbers of women since 1978 with the highest numbers noted in the last five years.

The secondary principalship continues to be dominated by men. The lowest number of women employed as such was 21

in 1974 (1.9%) and the highest is 34 in 1984 (3.5%).

The high point for women elementary principals was 18% in 1970 followed by decreases until 1981 when an upturn is noted. However, the 16.9% of jobs held in 1984 does not even equal the 1970 proportion.

National Job Data

The lack of national data is vividly portrayed in Table 2 by the blank spaces. The principal data for 1977 and 1978 gathered by the principals associations is not a total census, but calculated from returns of their random sample surveys. The 1979 data is the last available data published by the National Center for Educational Statistics. The 1981 data was obtained by an AASA survey of each state and is currently being repeated, but will not become available for at least a few months. Data for the same years is shown for Pennsylvania. Percentages of women superintendents and assistant superintendents are nearly identical, but PDE figures for principalships are lower than the available national figures.

Certificates Issued

The numbers and percentages of administrative certificates issued to women each year from 1970 to 1984 in Pennsylvania are shown in Table 3. Women received no superintendent certificates in 1970 with 26 (19.3%) in 1983

and 17 (15.3%) in 1984. Only one woman (4.3%) received an assistant superintendent certificate in 1970, but women received the majority (55.8%) in 1984.

In 1970 women received 17 secondary principal certificates (5.3%) while in 1984, women received 109 (27.4%). The fewest elementary certificates were issued to women in 1972 with only 33 (12.6%) while nearly half the certificates issued in 1984 were to women with 206 awarded to women (48.8%).

The dramatic increases in numbers and percentages of administrative certificates issued to women becomes even clearer by looking at the 5 year periods and 15 year summary in Table 4. From 1970-74 women received 3.3% of superintendent certificates, 7.8% in the next 5 years, and 14.4% in the last 5 years. The percentages for the 5 year periods for assistant superintendent certificates are 8.4%, 20.6%, and 41.4%. The figures for secondary principal are 6.7%, 14.0%, and 21.8%. For elementary principal, the data are 17.6%, 26.2%, and 41.7%

Availability of Administrative Positions

The number of withdrawals from the four administrative positions between 1970 and 1984 in Pennsylvania is shown in Table 5a. The data for 1970 seems to have been permanently lost, but numbers are available for the other 14 years of

this study. In order to ascertain the availability of these administrative positions, this data is needed to indicate that positions were opened during the 15 years of the study.

Attrition has not been a factor in total administrative jobs available when comparing 1970 and 1984 as shown in Table 5b. In 1970 there were 340 superintendents with 490 employed in 1984. In 1970 there were 176 assistant superintendents with 185 employed in 1984. In 1970 there were 1,066 secondary principals with 964 employed in 1984. In 1970 there were 1,519 elementary principals with 1,513 in 1984. Rather than attrition in number of jobs during the 15 year period as might be expected, there is a net gain of 51 administrative jobs. These jobs are on the two higher levels with reductions in number of principalships.

Female Job Pool

If over the past 15 years a certified woman candidate had been employed whenever a job vacancy arose this is what the present picture would be. Refer to Tables 4, 5a and 5b for data used in this analysis.

The 490 superintendent positions were opened 744 times, but only 196 women received proper certification so only 196 women could fill these positions. The 185 assistant superintendent positions opened 280 times, but only 141 women had credentials so only 141 women could be assistant

superintendents. There are 964 secondary principal jobs and 964 women were certified to hold this position during this time, but only 939 jobs became available so 939 women could be hired as secondary principals. For elementary principal, 1,657 women held certificates for the 1,513 positions, but only 1,027 elementary principalships became available. Add these together and there are 2,303 women holding 73% of the total 3,152 positions. This assumes that the 323 women actually employed in 1970 have since withdrawn. While this flight into fantasy seems far fetched, it does indicate that the low incident of women school administrators seems equally unimaginable.

Educational Importance

Comparisons of the percent of positions held by women with percent of certificates awarded to women for each year, clearly show that the job pool of qualified women candidates is much greater than the numbers employed. Women do not lack the preparation and certification needed for school administrative positions. Administrative jobs have become available, but women are not being hired even though they hold the required credentials.

The data presented in this paper needs to be widely publicized especially to school board members, superintendents, and the general public. Whenever the

author has made data presentations, with the possible exceptions of a group such as this, there has been a reaction of amazement. People are totally unaware of the degree to which women are not being hired for school administrative positions.

We must continue to collect and publish such data in order to monitor the progress or lack of progress. It took nearly five years of equity enforcement to encourage women that their efforts to gain credentials might, just might result in getting hired. The last NCES school administrative position data published by sex was in 1979. Everything coming from Washington now shows an unwilling to collect and disseminate needed statistics or to monitor school districts' gender equity efforts. In fact, the opposite direction seems apparent, an unwillingness to use statistics as evidence of sexual discrimination. We need to encourage Jones and Montenegro (1982) as they update the 1981 AASA survey.

Each 5 year period in the last 15 years showed an increase in women's preparation for school administrative positions. Will the current pull-back lead women to have diminished expectations and therefore, be less willing to spend time and money in preparation efforts?

Previous research conducted on women in and aspiring

toward administrative positions has focused on three general areas: career pathways; barriers and strategies used to overcome these barriers including job search efforts; and support available such as mentors and sponsors. Increased understanding of the differences between men and women in these areas should provide guidance for aspiring women and those who counsel such women. The organizational structure itself may foster gender discrimination and, in the long run, organizational change will be needed, but this is a more long term perspective which may be hurried as more women are employed in administrative positions and as the differences in how men and women are treated become more well known.

Career Pathways

The aspiration levels of women were found to be lower for women than male teachers (Dias, 1976); however, these were influenced in part by lower expectations for support and for recruitment from present administrators. Women who aspired to administration had higher achievement motivation than men.

In a Far Western study conducted in the late seventies, white males began with vice principal positions and would move through line positions up to the superintendency. Females occupied, and usually remained, as elementary

principals or in staff positions such as curriculum specialist or supervisor. Those women who achieved assistant or superintendent positions moved from the secondary principal position and were highly achievement-oriented individuals whose behavior was strongly proscribed by males in the organization and are used to difficulties at each advancement level (Ortiz, 1982).

The work of Schmuck and associates in the state of Oregon during the late 1970's reported females experiencing career paths as noted by Ortiz. Lack of administrative experience for women related to not being hired and the authors wondered what prevents male administrators from encouraging women. During the year 1978-79 when all administrative hiring in Oregon was monitored, the percentage of women hired reflected percentages in the total applicant pool. However, women were hired at the lower levels in staff not line positions (Schmuck, Charters, and Carlson, 1981).

Five to ten years have passed since much of this research had been conducted. Women's participation in the work force and in management outside of education has greatly increased. A woman ran for vice president. Would the career paths and experiences of women in 1975 and 1985 be the same? Do men and women in 1985 follow similar career paths? What is different about certified aspiring and

actual school administrators?

Barriers and Strategies

Biklen and Brannigan (1980) edited a volume on barriers faced by women in education. Two comprehensive surveys reviewed the research on women in school administration: Shakeshaft (1979) synthesized theses published between 1973 and 1979 which included 73 conducted in K-12 settings while Adkinson (1980) reviewed non-thesis research published between 1974 and 1980.

The literature on barriers to achieving administrative positions generally treats internal and external barriers as separate categories even though the presence of certain external barriers may lead to other internal barriers being developed. Internal barriers include role conflict between spouse-parent and administrative role; personal qualities such as low risk taking, passiveness, fear of a challenge, and low self- confidence; age; lack of administrative experience; and low motivation or job seeking perseverance. External barriers include societal attitudes, family responsibilities, discrimination, inability to relocate, no available openings, no information on job openings, resentment from others, sterotypic expectations, need for job security, lack of encouragement, lack of on-the-job visibility, and no professional network of contacts. Past

research has generally indicated that women perceive many of these barriers and that men probably do not, although men have generally not been surveyed on this topic. No one has surveyed aspiring and actual administrators on the barriers perceived. It may be that nonsuccessful applicants perceive barriers more similarly regardless of sex. Strategies for overcoming these obstacles may also differ by sex and by employment status.

Both men and women experience barriers to advancement in the school administrative ranks. The barriers perceived by women have been well documented during the 1970's. Do women in the mid 80's report the same internal and external barriers? Do men perceive the same barriers? Do aspiring and actual administrators perceive the same barriers? Do the two sexes use different strategies to overcome them? Do successful applicants behave in different ways from those still aspiring to administrative positions?

Mentors, Sponsors and Support

Most research on women seeking administrative positions includes comments by these women on the lack of mentors, sponsors, or support. Little documentation is available in the field of education as compared to business management studies, documenting the experience men have who seek mentors, sponsors, or support in obtaining school

administrative jobs. During the late 1970's the Oregon Network was developed to assist women and minorities (Schmuck, Charters, and Carlson, 1981). Clement was instrumental in the development of NECEL in New England to assist women and in Pennsylvania a Women's Caucus within PASA has grown under the leadership of the Secretary of Education. This is modeled on the AASA Women's Caucus noted by Jones and Montenegro (1982,1983). Since men have been the overwhelming majority in administrative organizations, they have been using these as support groups for many years.

Since it is not known if the support available to men and women differs significantly (although that would appear to be the case), it would be most instructive to document support available to both men and women and if that support is of the same or different gender from the aspirant. Since the number of women is so limited in administrative positions, it would be necessary for males to mentor both men and women. Present administrators may be unaware that they generally support only same sex applicants.

Next Steps

A mailed survey of 1,473 people is in progress consisting of four groups holding Pennsylvania certificates issued between 1970 and 1984 for the positions of elementary principal, secondary principal, assistant superintendent and

superintendent. Men and women with certificates both holding and not presently holding these positions will be surveyed to determine their career pathways; their perceptions of internal and external barriers experienced and the strategies used to overcome these obstacles; and their experiences with mentors, sponsors and other support received. District factors such as size and location and gender of those hiring will also be reported.

The question remains why is the percentage of women in educational administrative positions so small? We need to know what is different (if anything) about those women who are certified and holding leadership positions and those who do not hold such positions. We also need to know about certified men who hold and do not hold these positions. A comparison of these four groups should provide some indication as to why women are not hired in significant numbers for leadership positions in education. School districts may wish to examine their hiring and promotion policies to determine if they are sex bias free in light of the findings of this survey in progress.

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Table 1 - Number and Percentage of Administrative Jobs Held By Women 1970-1984 in Pennsylvania

Position Years -	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84
Superintendent															
# Women	3	1	4	1	1	2	2	1	3	1	3	8	12	17	16
% Women	0.8	0.2	0.8	0.2	0.2	0.4	0.3	0.2	0.6	0.2	0.6	1.7	2.5	3.4	3.3
Assistant Superintendent															
# Women	9	8	5	5	7	5	11	7	12	12	14	17	25	19	14
% Women	5.1	4.8	2.7	2.6	4.0	2.7	5.2	3.6	6.2	6.5	7.6	9.1	12.6	10.2	7.6
Secondary Principal															
# Women	32	23	23	22	21	23	23	29	27	28	28	29	34	32	34
% Women	3.0	2.2	2.2	2.1	1.9	2.1	2.1	2.7	2.5	2.6	2.7	2.8	3.2	3.2	3.5
Elementary Principal															
# Women	279	265	252	237	232	224	215	199	205	199	198	206	222	236	256
% Women	18.4	17.1	16.0	14.9	14.3	13.4	13.0	12.0	12.4	12.2	12.4	13.0	14.5	15.6	16.9

Table 2 - Comparison of National and Pennsylvania Data on Number and Percent of Women in School Administrative and Teaching Positions

	NATIONAL				PENNSYLVANIA 5			
	1	2	3	4				
	77	78	79	81	77	78	79	81
Superintendents								
Number			212	241	1	3	1	8
Percent			1.6%	1.8%	0.2%	0.6%	0.2%	1.7%
Assistant Superintendent								
Number				480	7	12	12	17
Percent				9.0%	3.6%	6.2%	6.5%	9.1%
Principals								
Number			8,480	9,815	228	232	227	235
Percent			11.6%	15.7%	8.4%	8.5%	8.4%	9.0%
Secondary								
Number Principals					29	27	28	29
Percent Principals	7.0%				2.7%	2.5%	2.6%	2.8%
Percent Teachers					40.0%	40.0%	40.0%	40.0%
Elementary								
Number Principals					199	205	199	206
Percent Principals		18%			12.0%	12.4%	12.2%	13.0%
Percent Teachers					76.0%	77.0%	76.0%	76.0%

SOURCES:

1. National Association of Secondary School Principals (NASSP)
2. National Association of Elementary School Principals (NAESP)
3. National Center for Educational Statistics (NCES)
4. American Association of School Administrators (AASA)
5. Pennsylvania Department of Education (PDE)

Table 3 - Administrative Certificates Issued 1970-1984 in Pennsylvania

Position /Years	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84
Superintendent															
Total Number	83	82	115	136	181	165	184	191	181	163	170	160	166	135	111
# to Women	0	3	3	6	8	8	9	17	23	12	20	25	19	26	17
% to Women	0	3.6	2.6	4.4	4.4	4.8	4.9	8.9	12.7	7.4	11.8	15.6	11.4	19.3	15.3
Assistant Superintendent															
Total Number	23	16	24	25	54	36	54	43	62	43	37	40	34	39	43
# to Women	1	3	1	2	5	6	7	11	15	10	14	16	11	15	24
% to Women	4.3	18.7	4.2	8.0	9.3	16.7	13.0	25.6	24.2	23.3	37.8	40.0	32.4	38.5	55.8
Secondary Principal															
Total Number	323	339	365	370	399	509	575	572	603	482	452	490	414	351	397
# to Women	17	21	32	18	33	43	76	78	106	82	83	92	96	78	109
% to Women	5.3	6.2	8.8	4.9	8.3	8.4	13.2	13.6	17.6	17.0	18.4	18.7	23.3	22.2	27.4
Elementary Principal															
Total Number	258	304	261	298	362	430	442	434	498	403	370	419	391	359	422
# to Women	44	47	33	66	71	83	94	117	148	137	128	165	162	156	206
% to Women	17.0	15.5	12.6	22.1	19.6	19.3	21.3	37.1	29.7	34.0	34.6	39.4	41.4	43.4	48.8

Table 4 - Administrative Certificates Issued 1970-1984 in Pennsylvania (Summary)

Position /Years	1970-1974	1975-1979	1980-1984	1970-1984
Superintendent				
Total Number	598	884	742	2,223
# to Women	20	69	107	196
% to Women	3.3%	7.8%	14.4%	8.8%
Assistant Superintendent				
Total Number	142	238	193	573
# to Women	12	49	80	141
% to Women	8.4%	20.6%	41.4%	24.6%
Secondary Principal				
Total Number	1,796	2,741	2,104	6,641
# to Women	121	385	458	964
% to Women	6.7%	14.0%	21.8%	14.5%
Elementary Principal				
Total Number	1,483	2,207	1,961	5,651
# to Women	261	597	817	1,657
% to Women	17.6%	26.2%	41.7%	29.3%

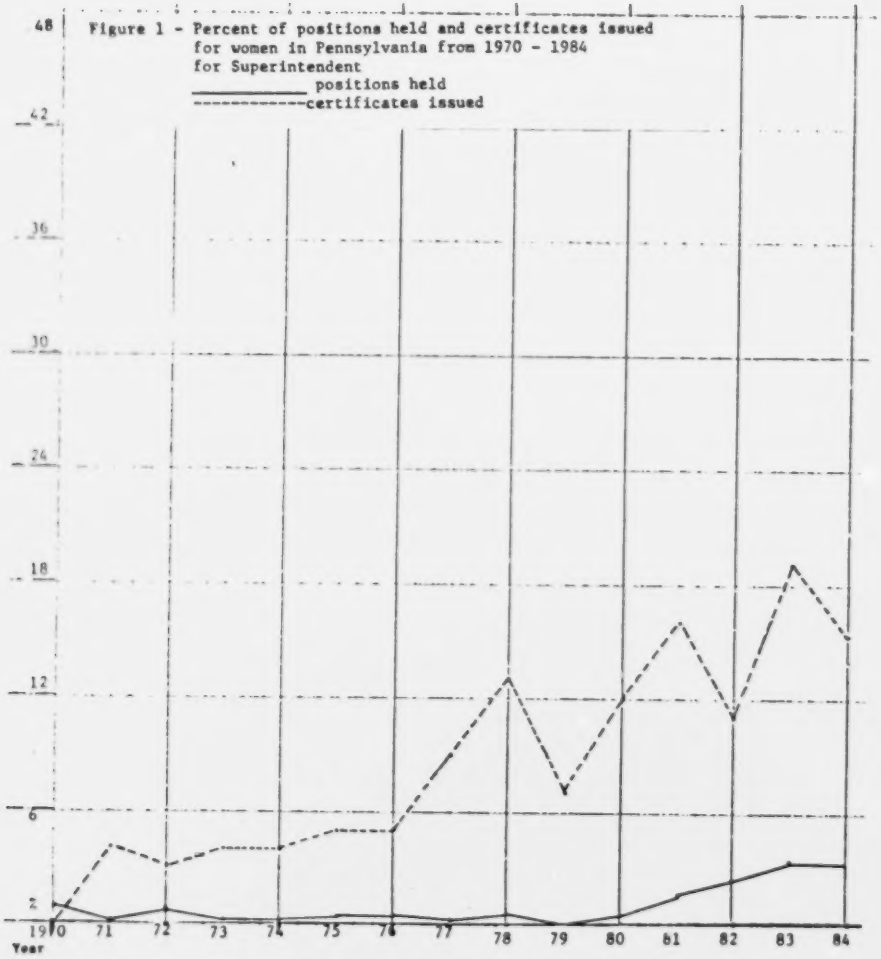
Table 5a- Withdrawals from Administrative Positions 1970-1984 in Pennsylvania

Years / Position	71	72	73	74	75	76	77	78	79	80	81	82	83	84	TOTAL
Superintendent	32	33	46	133	43	26	50	72	49	51	52	49	57	51	744
Assistant Superintendent	22	17	13	43	19	15	23	27	13	9	27	16	24	12	280
Secondary Principal	78	80	63	60	70	62	71	63	72	60	52	84	61	63	939
Elementary Principal	83	94	88	80	77	92	63	74	61	60	73	76	46	60	1,027

1- Data for 1970 not available

Table 5b- Number of Administrative Positions Reported

	1970-71	1984-85	Net Loss/Gain
Superintendent	340	490	+150
Asst. Superintendent	176	185	+ 9
Secondary Principal	1,066	964	-102
Elementary Principal	1,519	1,513	- 6
Totals	3,101	3,152	+ 51



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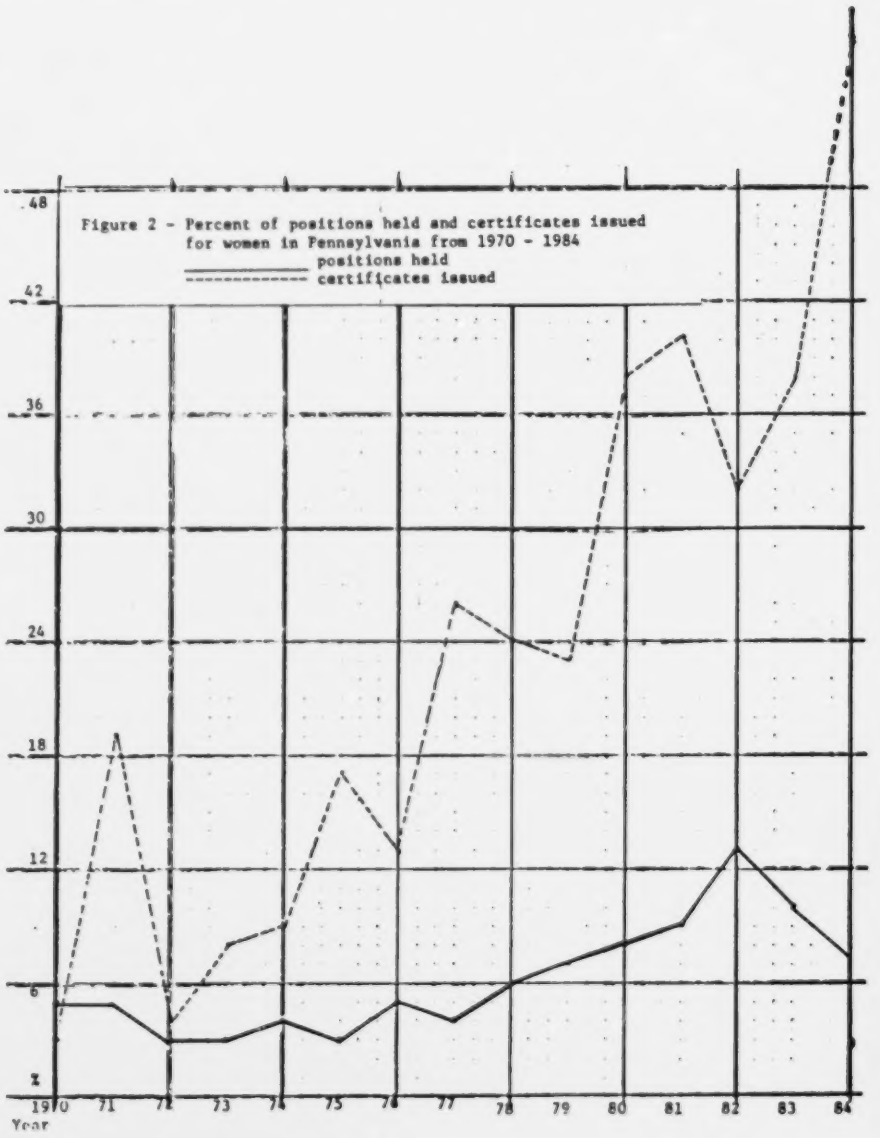

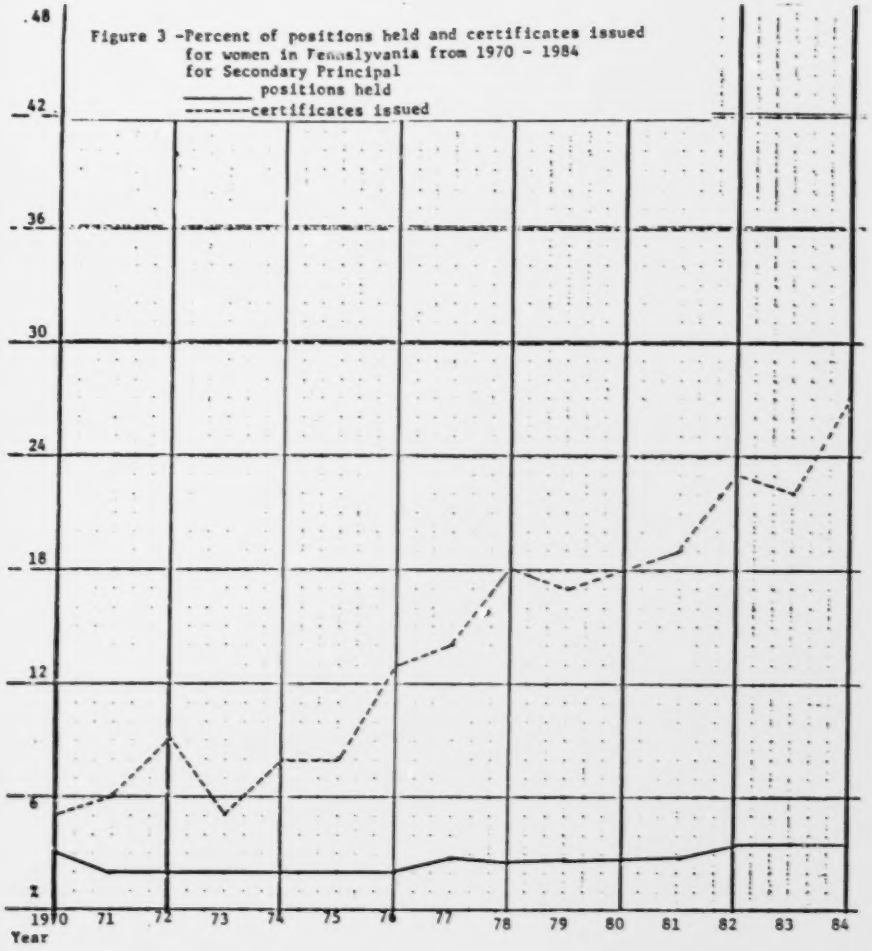

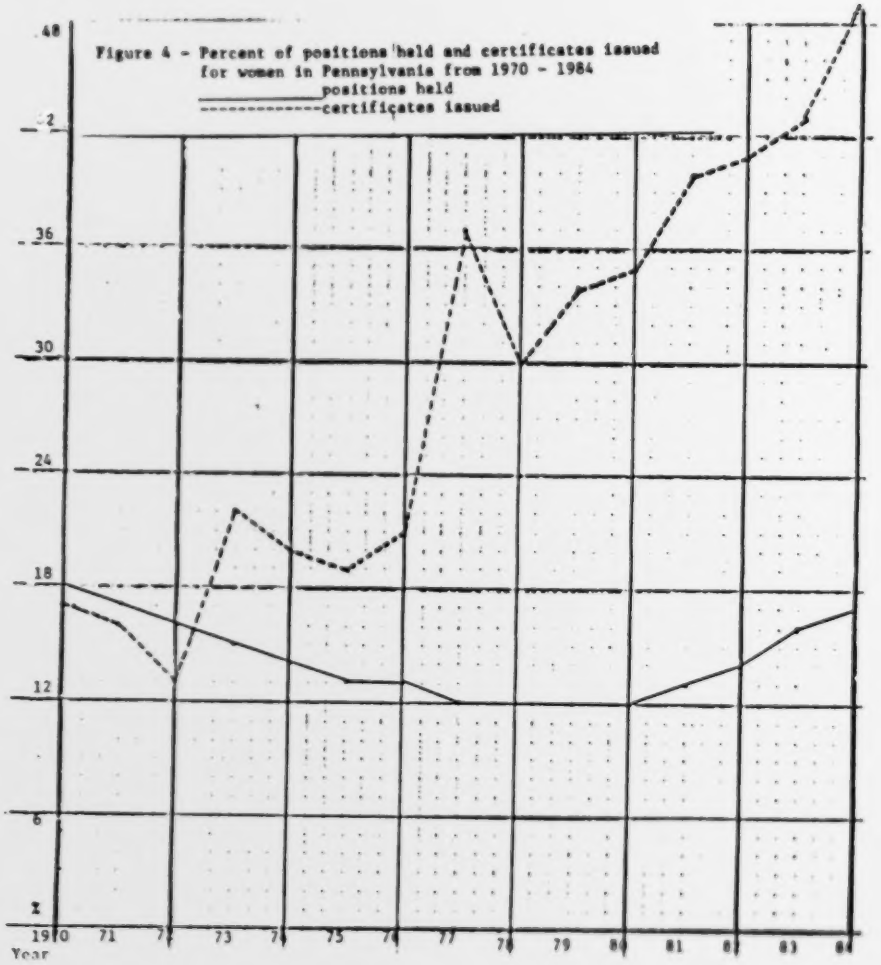

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